



Operational Contract Support “State of the Union”

May 2009

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ADUSD (Program Support)



State of the Union- Agenda



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- Today's Environment
 - Setting the stage
 - Requirements for change
- Operational Contract Support (OCS)
 - Definition
 - Benefits
 - OCS Strategic Goals
- Way Ahead & **Emerging Issues**– OSD Perspective
- Take Aways – for the COCOM



Today's Environment: Setting the Stage

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- There has been an ever increasing reliance on contractors in the support of the military across the range of operations.
- Post Cold War environment changed the “ratio”
 - Shift to an all volunteer force
 - Force Cap Restrictions (reduction of military forces, but limited reduction of “combat forces”)
 - Increasingly sophisticated technology; performance based logistics
 - Many service and support functions being outsourced to contractors as a result of Office of Management and Budget (OMB) Circular A-76
 - Expectation of life-cycle monetary savings

Today's Workforce is resourced from three bins:

- Military
- Government Civilians
- Contractors

DoD Contractor Personnel in the USCENTCOM AOR (1st Qtr FY 09)

	Total Contractors	U.S. Citizens	Third Country Nationals	Local/Host Country Nationals
Iraq Only	148,050	39,262	70,875	37,913
Afghanistan Only	71,755	5,960	5,232	60,563
Other USCENTCOM Locations	39,616	7,749	26,989	4,878
USCENTCOM AOR	259,421	52,971	103,096	103,354

Contractors currently make up ~50% of total force in CENTCOM AOR

We expect similar dependence on contractors in future contingency operations



DoD's Mission \neq Allocated Government Resources

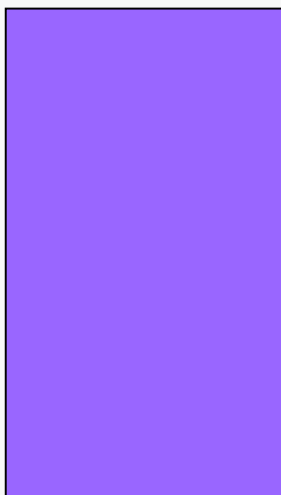


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3 "Sources" of personnel

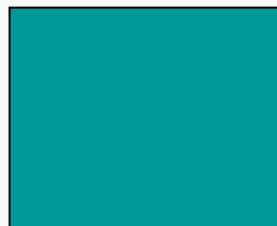
Allocated Government Resources

U.S. Military



- ❖ Size and component fixed by law
- ❖ Focus on combat functions

DoD Civilians



- ❖ Size fixed by law
- ❖ Focus on support functions

Contractors



- ❖ Size unfixed
- ❖ Functions restricted by law

functions



We Did These Things Well

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- ✓ Quick reaction to place contractor resources where needed to meet emerging requirements
- ✓ Private companies responded quickly to requirements
- ✓ Contractors ready, willing and able to go wherever

**Contractors are
a force multiplier**

National Defense Strategy (June 2008):

The Department's greatest asset is the people who dedicate themselves to the mission. The Total Force distributes and balances skills across each of its constituent elements: The active Component, the civilian workforce, and the private sector and contractor base.



...But...



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- Requirements definition & up front planning
- Coordination
- Communications
- Procedures / Oversight
- Personnel tracking
- Legal accountability
- Quality control
- Competition among services
- Varying standards of support

**"Contracting in
Iraq was done
willy nilly"
- SecDef (Jan 09)**



...Were All Problematic



In Terms of Contractors, We Planned for This....



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...This Showed Up



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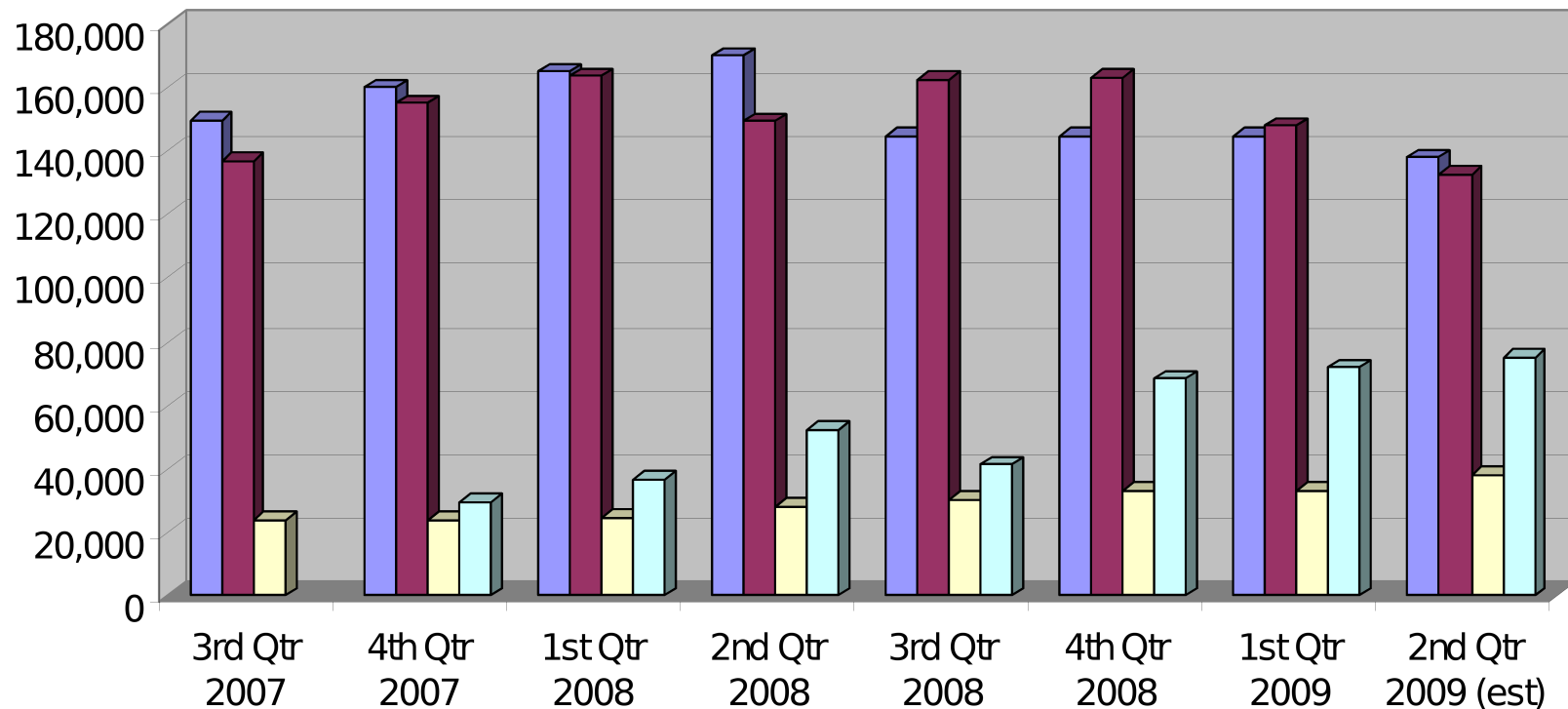




Iraq and Afghanistan US Military / Contractor Comparison



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U.S. Military Iraq

U.S. Military Afghanistan

DoD Contractors Iraq

DoD Contractors Afghanistan



Requirement for Change



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Driven by:

- AOR lessons learned
- Audits and studies (GAO, SIGIR)
- 2007 Gansler Commission Report
- National Defense Authorization Acts from FY07, 08 & 09
- Emerging legislation driving increased oversight
- Restrictions on Inherently Governmental Functions

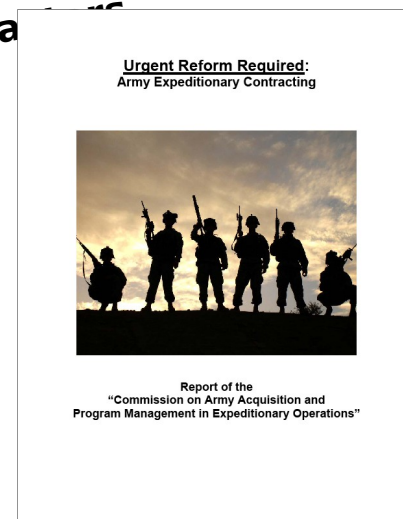
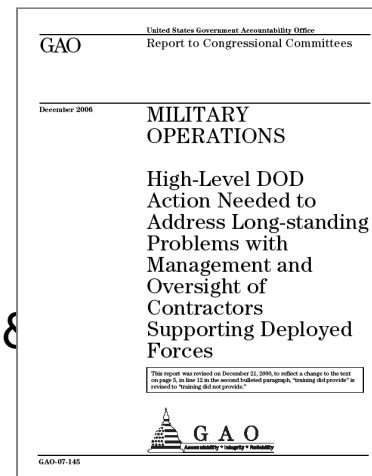
Contractor Fraud Unchecked In Iraq

IG Faults Oversight Of Security Contractors

Retired Army Major Pleads Guilty in Bribery Scheme Involving Department of Defense Contracts in Kuwait

In Process:

- ***Commission on Wartime Contracting in Iraq and Afghanistan***
- ***CJCS Dependence on Contractors Task Force***





Legislative Requirements



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➤ **Section 854 of the FY 2007 NDAA requires:**

- ✓ a preplanned organizational approach to program management during combat operations, post-conflict operations, and contingency operations that is designed to ensure that the DoD is prepared to conduct such program management; and
- ✓ the identification of a deployable cadre of experts, with the appropriate tools and authority, led by a senior commissioned officer or member of the Senior Executive Service.

The ADUSD (PS) is the Program Manager for Operational Contract Support

➤ **Section 862 of the FY 2008 NDAA requires:**

- ✓ SECDEF, in coordination with SECSTATE, to prescribe regulations on selection, training, and conduct of PSC personnel
- ✓ DoD Instruction on PSCs being prepared for publication will address this requirement.
- ✓ DoD-DoS MOA on PSC operations currently implemented in Iraq.

➤ **Section 861 of the FY 2008 NDAA requires:**

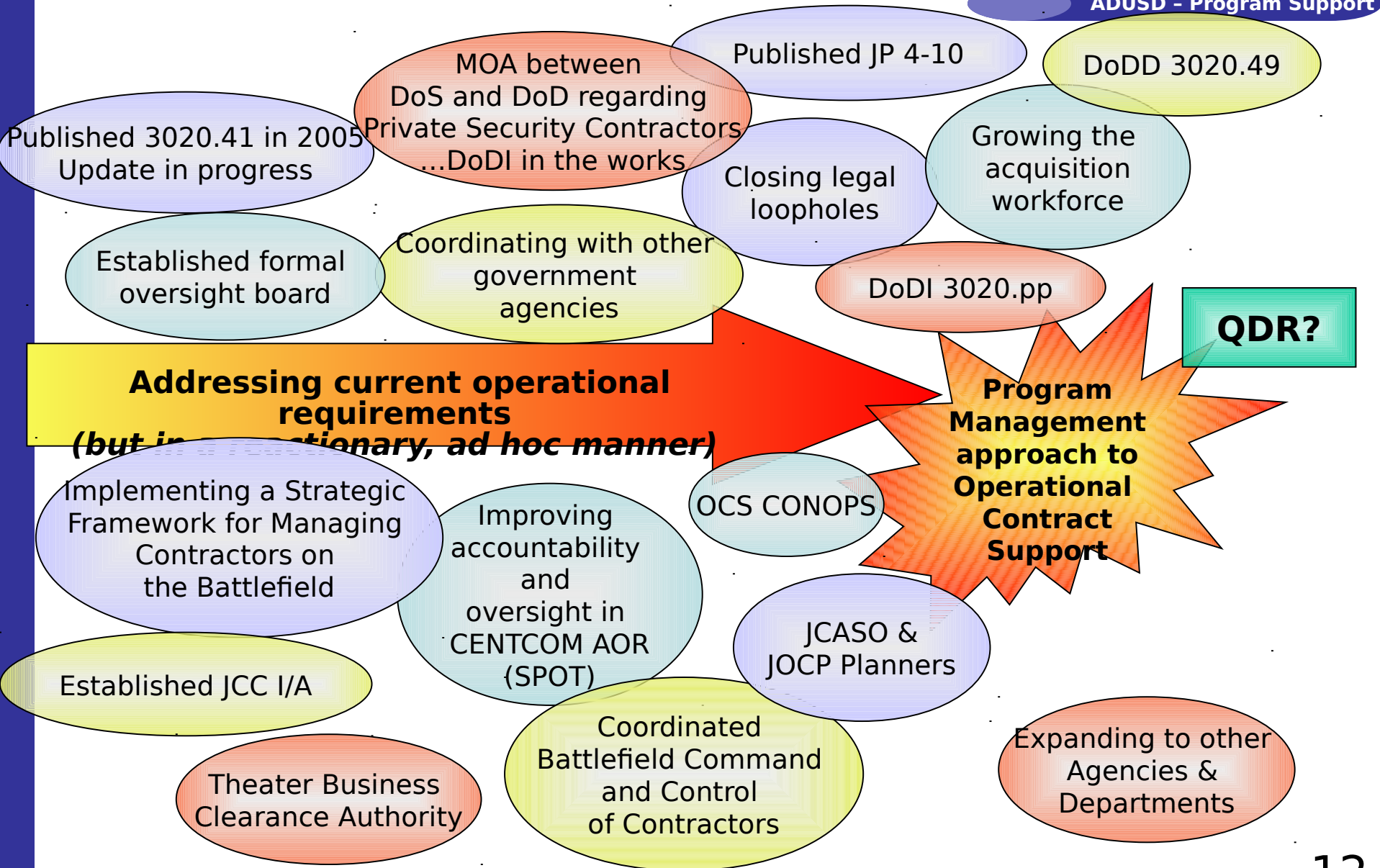
- ✓ DoD, DoS and USAID to use a common database to track specific information about contracts and contractors supporting contingency operations.
- ✓ SPOT identified as the common database through an MOU signed July 2008.

➤ **Section 1248 of the FY 2008 NDAA** is aimed at gaining access to information that can be used to verify employment of Iraqi nationals by the



What We've Done So Far

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What is OCS?

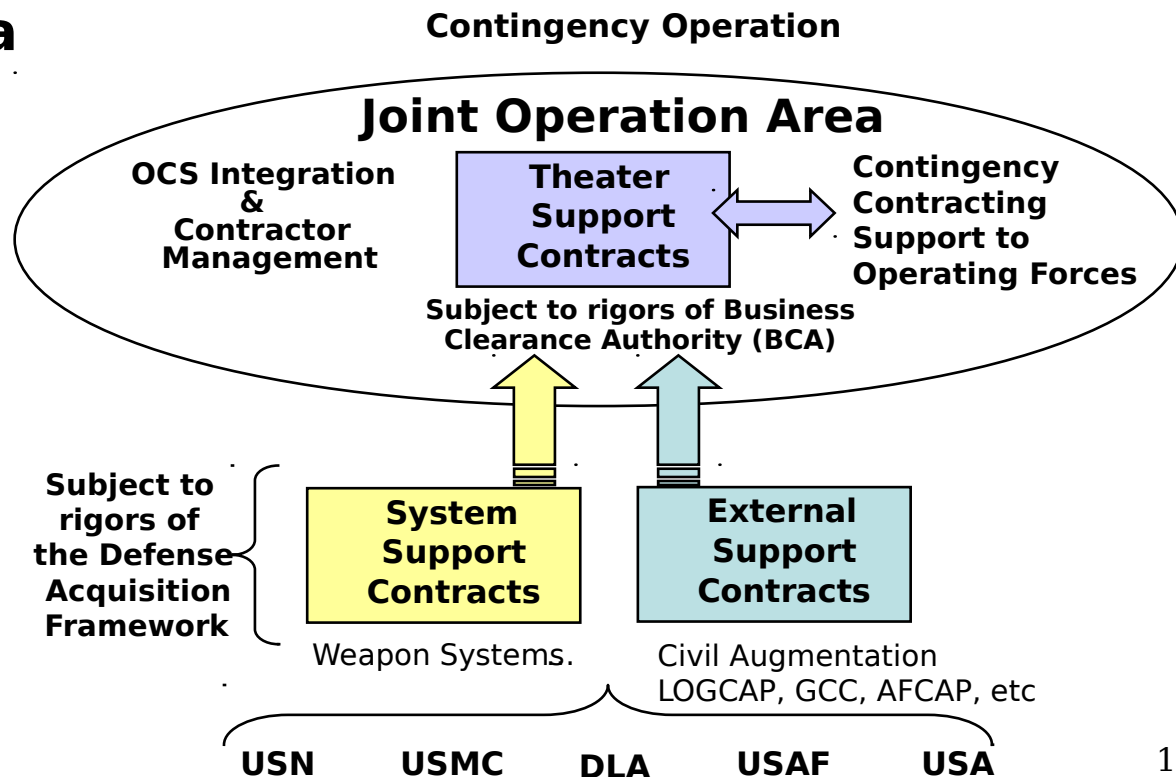
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Operational Contract Support (OCS) definition

- **the ability to orchestrate and synchronize the provision of integrated contract support and management of contractor personnel providing that support to the joint force in a designated operational area**

(Ref: JP 4-10)

- a framework for the planning, integration and execution of contract support, including the management of contractors operating in designated contingency operations across the range of military





Who does OCS?

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Law- Congress
Policy- OSD

DoDD 3020.49

- Joint Policies
- Requirements Definition
- Contingency Program Management

DoDI 3020.41
DoDI 3020.pp

**Program
Management
approach to
Operational
Contract Support**

Doctrine Joint Staff

Contractor Management CDR & JTF
Contract Support Integration CDR & JTF

Contingency Contracting -

- ✓ **Service Components**
- ✓ **Agencies**
- ✓ **Joint Theater Support Contracting Command (JTSCC)**

OCS is a Team Effort!!



Benefits of the Program Management Approach to OCS *(or what's in it for me?)*

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Congress

- ✓ Reduction in fraud, waste and abuse
- ✓ Clearer accountability
- ✓ Transparency
- ✓ Understanding of force structure implications with respect to the use of contractors



DoD

- ✓ Better legislation
 - ✓ More accurate overall view of force structure requirements / Global Force Management
- ✓ Common processes which increase efficiency and effectiveness
- ✓ Clear responsibilities
- ✓ Ability to proactively respond to emerging operational requirements
- ✓ Joint approach to contingency contracting

Ensure Contract
Support Strategy
aligns with
Commander's
intent



COCOMS

- ✓ Defined Command and Control relationships
- ✓ Synchronization of contract support in OPLANs and CONPLANS - Adaptive Planning
- ✓ Holistic view of force multipliers
- ✓ Reduced competition over scarce resources
- ✓ Standardization of support



OCS Strategic Goals



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Organization

Develop comprehensive solutions to integrate OCS and eliminate redundancies (Joint Contingency Acquisition Support Office)

Accountability and Visibility

100% visibility and accountability of contractors in designated contingency operations

Integrated Planning

Institutionalize OCS planning across all OPLANS & CONPLANS

Policy & Doctrine

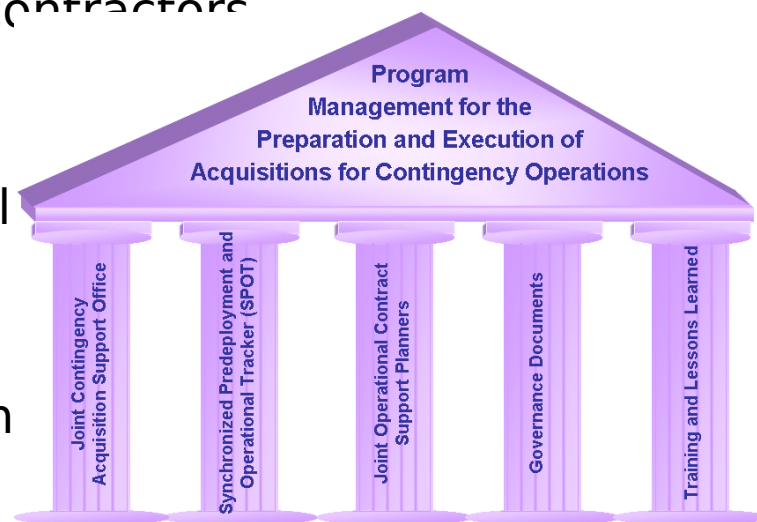
Total integration of DoD and interagen contract support policy

Personnel & Training

Senior non-contracting officers trained and familiarized in OCS prior to deployment

OCS Concept of Operations (CONOPS)

Capabilities based analysis to drive future solutions





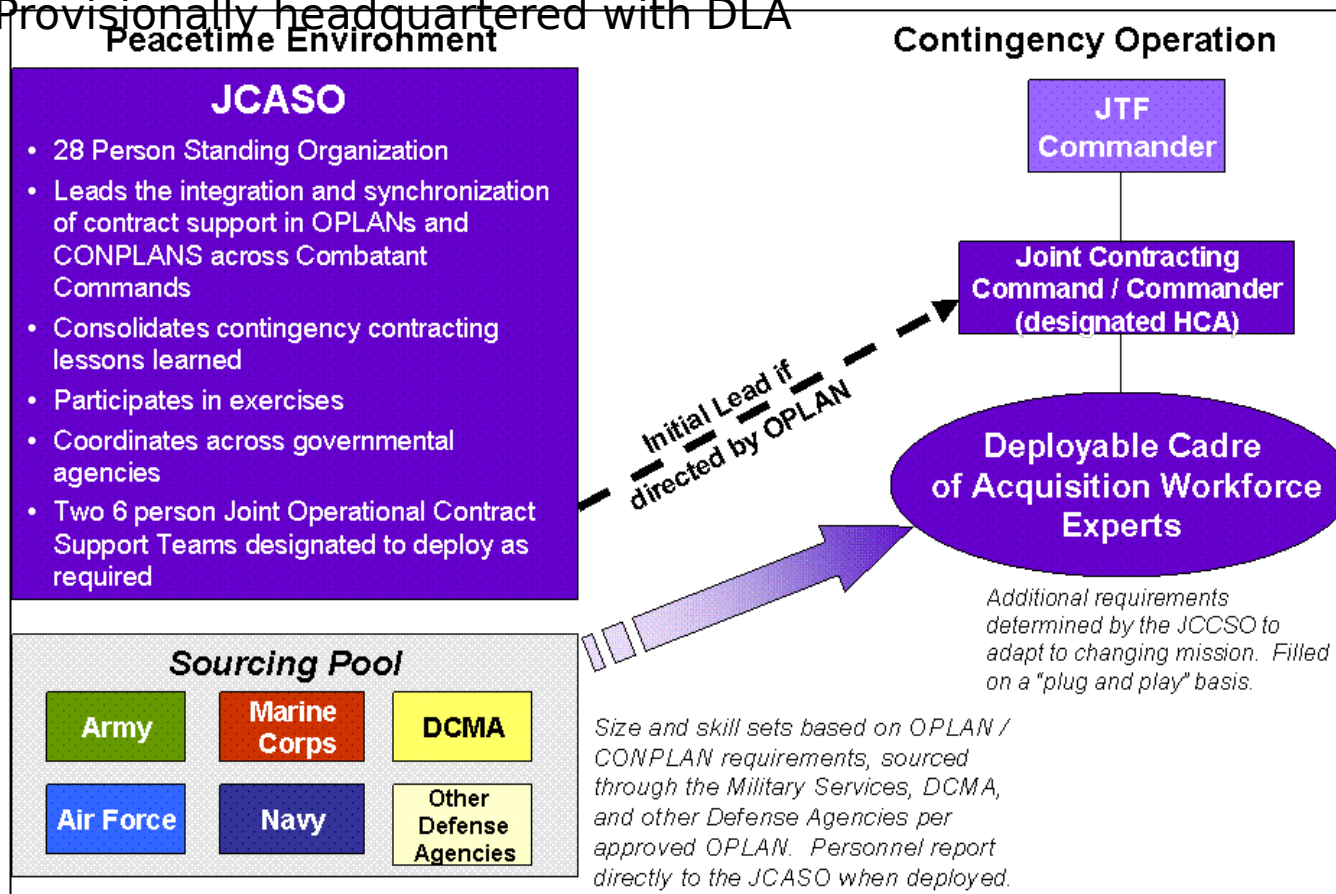
Goal: Organization



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➤ Joint Contingency Acquisition Support Office (JCASO)

- ✓ Responds to requirements from section 854 of the 2007 NDAA
- ✓ Modeled on Joint Contracting Command Iraq / Afghanistan (JCC I/A) Concept
- ✓ Concept of operations has been developed
- ✓ Provisionally headquartered with DLA



CONOPS
DEVELOPED



Goal: Accountability and Visibility



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- Synchronized Predeployment & Operational Tracker (SPOT):
 - ✓ Implementation Plan published
 - ✓ PSCs and translators in Iraq and Afghanistan registered in SPOT
 - ✓ 153,000+ deployed contractor records in SPOT (Jan 08)
 - ✓ Version 6.1 rollout complete
 - ✓ Standardization of identification cards (FIXs, CAC II, DBIDS)
 - ✓ SIPR version being developed expected deployment - April 09
 - ✓ Updated Business Rules published
 - ✓ BISA Card Re-Issue
 - ✓ Joint Asset Movement Management System (JAMMS) Readers (188 fielded in theater)
 - ✓ Commercial "CAC" test at Fort Belvoir



Goal: Integrated Planning

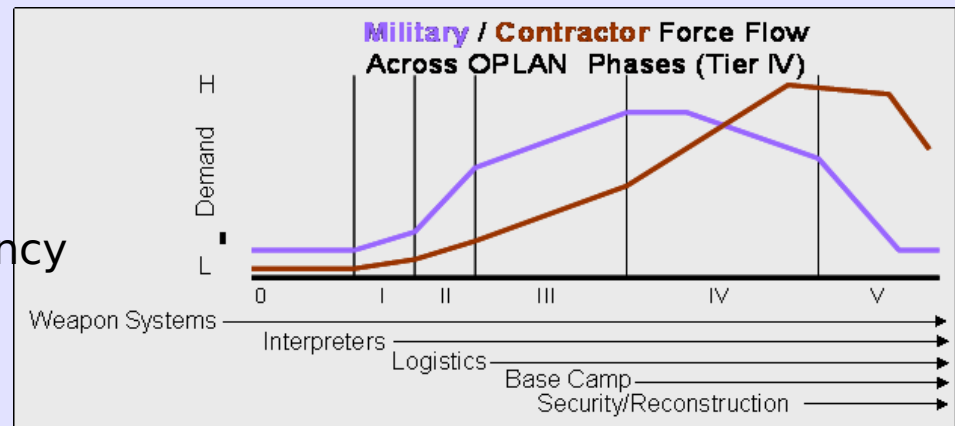


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- Joint Operational Contract Support Planners (JOCSPs)
 - ✓ 14 planners distributed among GCCs including AFRICOM, NORTHCOM, and JFCOM
 - ✓ Will deploy with the force to provide continuous
 - ✓ Planners conference held in mid-February

Service Plans in-work
Developing Annex
"W"

- o Contractors are used to mitigate risk when existing force structure is insufficient or not cost effective
- o In early phases, initial reliance on...
 - Weapons Systems
 - Civil Augmentation Program
- o In latter phases, increased dependency on...
 - Security
 - Major reconstruction projects



- o JOCSPs will work with all the COCOM staff elements to help identify and fully integrate into plans requirements to be met by contractors
- o Assists in determining life support, force protection and acquisition oversight requirements



Goal: Policy and Doctrine



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- **Revised DoDI 3020-41, “Integrating Operational Contract Support into Contingency Operations” upgrades existing instruction**
 - ✓ Incorporates lessons learned from current operations;
 - ✓ Requires the development of contractor oversight plans;
 - ✓ Requires adequate military personnel necessary to execute contract oversight;
 - ✓ Establishes standards of medical care for deployed contractors
- **Developing a corresponding Operational Contract Support DODI for contingency operations *inside* the United States**
- **JP 4-10, “Operational Contract Support” Published on 17 Oct 08**
- **DoDI 3020.pp for Private Security Contractors Operating in Contingency Operations in accordance with section 862, NDAA 2008**
 - ✓ Currently out for public comment in the Federal Register
- **DoD Directive (DoDD) 3020.49 on Orchestrating, Synchronizing, and Integrating Program Management of Contingency Acquisition Planning and its Operational**

In final
legal
review



Goal: Training and Education and Lessons Learned

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- Development of Training and Education Programs
 - ✓ **Task:** Develop training for non-contracting operational military leaders, officer and enlisted, across all grades on the management of contractors with deployed forces
 - ✓ **Progress:**
 - Developing Joint Knowledge On-Line module for pre-deployment training; scheduled for March 09
 - Working Military Education Coordinating Council (MECC) approved OCS Program of Instruction
 - - starting w/OCS as Special Area of Emphasis in Senior Service Colleges, and then integrate into other service school curriculums
 - - MECC approved OCS as an SAE 12 Feb 09
 - - CJCS Letter designating OCS for AY 2010
- Lessons Learned
 - ✓ **JCASO will:**
 - Serve as the analytical house for collection of lessons learned



OCS CONOPS: Bringing it All Together

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- Out for comment
- After adjudication, the capabilities based assessment will be submitted to the JCIDs process (July 2009)

Joint Logistics and Associated Operational Contract Support Goals and Metrics

Strategic Impact

Joint Processes
Joint Outcomes
Unity of Effort

Program Impact

Cost
Schedule
Performance

- ✓ Joint Logistic Enterprise-wide Visibility
- ✓ Enterprise Data Architecture
- ✓ 24/7 Network Access
- ✓ Rapid and Precise Response
- ✓ Perfect Order Fulfillment
- ✓ Effectiveness
- ✓ Efficiency

Operational Impact of Operational Contract Support:

- Contract Support Strategy aligns with Commander's Intent
- Effective, best value contracts that meet joint force requirements



Way Ahead & Emerging Issues



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- Continued execution of Strategic Goals
 - ✓ CONOPs will provide a common view of the future use and management of contractors in the JOA
 - ✓ SPOT codified in DFARs; will be included in the FAR per section 861
 - ✓ JCASO will lead the integration and synchronization of contract support in OPLANs and CONPLANS across COCOMS and USG agencies and consolidate and incorporate lessons learned
- Implementation of legislative requirements
- Continued Coordination with other USG agencies
- Emerging Issues – Other things that have our attention
 - What is Inherently Governmental?
 - Dependency on Contractors
 - Cost (civilian vs. contractor)
 - Wartime Commission on Contracting



Take Aways

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- We will continue to be dependent on contractors for support during contingency operations
- Requirements for additional oversight and accountability are coming
- Incorporating contractors into plans is critical
 - ✓ Capability Gaps need to be identified and requirements determined
 - ✓ Coordination across all staff elements is vital – not only a “4” job

Contracted support is significant force multiplier.....tremendous challenge during major OPS & requires appropriate pre-planning in the early planning stages